

Message Text

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R 150853Z MAR 78
FM AMEMBASSY ATHENS
TO SECSTATE WASHDC 4947
INFO AMEMBASSY PARIS
AMEMBASSY BRUSSELS
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PARIS FOR USOECD

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E.O. 11652: N/A
TAGS: EFIN, EGEN, GR
SUBJ: GREEK GOVERNMENT 1978 BUDGET

REF: (A) CERP 200; (B) 76 ATHENS 13125; (C) ATHENS 134 (NOTAL);
(D) ATHENS 573 (NOTAL); (E) ATHENS 1719 (NOTAL)

1. SUMMARY: ALTHOUGH FINANCE MINISTER BOUTOS, IN HIS
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FEBRUARY 16 PARLIAMENTARY PRESENTATION, CHARACTERIZED THIS
YEAR'S BUDGET AS BOTH "AUSTERE" AND "EXPANSIONARY," THE LATTER
IS PROBABLY MORE ACCURATE. GOVERNMENT EXPENDITURES IN 1978
WILL REACH 27 PERCENT OF PROJECTED GNP AT MARKET PRICES, A
TOTAL OF 305 BILLION DRACHMAS (\$8.2 BILLION AT CURRENT
EXCHANGE RATES). THE BUDGET AS A WHOLE IS 20
PERCENT HIGHER THAN IN 1977, BUT MORE SIGNIFICANT IS THE

22 PERCENT INCREASE IN THE MOST DEFICIT-FINANCED INVESTMENT BUDGET. THIS, TOGETHER WITH SUBSTANTIAL DEFICITS FROM PUBLIC ENTERPRISES' INVESTMENT AND THE CONSUMER GOODS ACCOUNT, WILL HAVE AN EXPANSIONARY IMPACT ON MONETARY AGGREGATES.

2. ON THE REVENUE SIDE, THE GOVERNMENT MADE NO SIGNIFICANT CHANGES THIS YEAR IN THE QUITE REGRESSIVE TAX SYSTEM. ALMOST 70 PERCENT OF 1978 REVENUES WILL DERIVE FROM INDIRECT TAXES AND ONLY 24 PERCENT FROM DIRECT TAXES. THE GOG MADE A SMALL GESTURE TOWARDS THE LOWER-INCOME GROUPS BY RAISING CERTAIN DEDUCTIONS, BUT WHEN THE INCREASE IN NOMINAL INCOMES IS TAKEN INTO ACCOUNT THE REAL EFFECT OF THESE MEASURES WILL BE MINIMAL.

3. JUDGING BY BUDGET ALLOCATIONS TO INDIVIDUAL MINISTRIES, GOG PRIORITIES APPEAR TO HAVE UNDERGONE A SUBTLE SHIFT IN EMPHASIS IN 1978, PERHAPS AS A RESULT OF THE NOVEMBER ELECTION CAMPAIGN. THE LION'S SHARE OF EXPENDITURES, 20 PERCENT OF THE TOTAL BUDGET, WILL AGAIN GO TO DEFENSE. HOWEVER, THE INCREASE IN DEFENSE OUTLAYS IS ONLY 12 PERCENT OVER 1977, AND WITH AN EXPECTED INFLATION RATE OF ABOUT THE SAME MAGNITUDE THERE IS LITTLE OR NO INCREASE IN REAL TERMS. MOREOVER, 1977 DEFENSE EXPENDITURES WERE 5.6 PERCENT OF GNP, WHEREAS THE 1978 OUTLAYS ARE 4.8 PERCENT OF PROJECTED GNP. IN CONTRAST, DOMESTIC NEEDS ARE GIVEN LIMITED OFFICIAL USE

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GREATER EMPHASIS IN THIS YEAR'S BUDGET THAN HERETOFORE, AS INDICATED BY SUBSTANTIAL INCREASES FOR EDUCATION, SOCIAL WELFARE AND AGRICULTURE. OUTLAYS FOR CIVIL SERVANTS' SALARIES AND PENSIONS, THANKS TO THE NEW UNIFORM PAYROLL SYSTEM, ALSO JUMP BY ALMOST 30 PERCENT IN 1978. THERE IS A CAVEAT, HOWEVER. VARIOUS MINISTRIES' SHARES MAY BE SOMEWHAT DIFFERENT AT THE END OF THE YEAR, AFTER THE 11 BILLION DRACHMA RESERVE FUND HAS BEEN ALLOCATED. IT IS VERY LIKELY THAT A NOT INCONSIDERABLE PROPORTION OF THIS FUND WILL GO TO THE DEFENSE MINISTRY, AS WAS THE CASE LAST YEAR. END SUMMARY.

4. THE 1978 BUDGET WAS DELAYED THIS YEAR BECAUSE OF THE ELECTIONS IN NOVEMBER, THE SUBSEQUENT FORMATION OF A NEW GOVERNMENT, AND A CORRESPONDING REASSESSMENT OF POLICIES AND PRIORITIES. IN EARLY JANUARY, FINANCE MINISTER BOUTOS ANNOUNCED THE OVERALL MAGNITUDES OF THE REGULAR AND INVESTMENT BUDGETS AND NEW TAX MEASURES (SEE REF C). THE MORE DETAILED PRESENTATION, WHICH INCLUDES FINAL RESULTS FOR 1976, PRELIMINARY RESULTS FOR 1977 AND A BREAKDOWN OF 1978 ALLOCATIONS BY INDIVIDUAL MINISTRY, WAS FINALLY TABLED IN PARLIAMENT ON FEBRUARY 16. HIGHLIGHTS FOLLOW.

5. 1977 EXPECTED RESULTS: THE TOTAL 1977 BUDGET (REGULAR PLUS INVESTMENT) ULTIMATELY REACHED 254 BILLION DRACHMAS, A 20 PERCENT INCREASE OVER THE 1976 BUDGET AND 26 PERCENT OF GNP AT MARKET PRICES. DELFATING BY LAST YEAR'S 12 PERCENT

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AVERAGE INFLATION RATE GIVES AN 8 PERCENT INCREASE IN REAL GOVERNMENT EXPENDITURES DURING 1977. THE 254 BILLION DRACHMAS WAS 9 BILLION MORE THAN ORIGINALLY PROPOSED (REFTTEL B) -- THIS BECAUSE REGULAR BUDGET REVENUES, AT 209 BILLION DRACHMAS, EXCEEDED THE ORIGINAL FIGURE OF 200 BILLION DRACHMAS, AND REGULAR BUDGET EXPENDITURES WERE RAISED ACCORDINGLY. THUS THE REGULAR BUDGET WAS STILL BALANCED AT 209 BILLION DRACHMAS. THE INVESTMENT BUDGET REMAINED AT THE ORIGINALLY ALLOCATED 45 BILLION DRACHMAS AND WAS ALMOST ENTIRELY (98 PERCENT) DEFICIT FINANCED. THE BULK OF THE FINANCING CAME FROM DOMESTIC SOURCES (39.3 BILLION DRACHMAS IN TREASURY BILLS) WITH ONLY 4.3 BILLION DRACHMAS COVERED BY FOREIGN BORROWING. THE ENTIRE UNALLOCATED RESERVE FUND OF 10 BILLION DRACHMAS WAS SPENT,

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ENABLING THE DEFENSE MINISTRY TO INCREASE ITS EXPENDITURES BY 6.7 BILLION DRACHMAS.

6. TOTAL 1978 BUDGET: THE TOTAL 1978 BUDGET (REGULAR AND INVESTMENT) OF 305 BILLION DRACHMAS (APPROXIMATELY \$8.2 BILLION AT CURRENT EXCHANGE RATES), REPRESENTS AN INCREASE OF 20 PERCENT OVER THE EXPECTED 1977 RESULTS, AND WILL APPROXIMATE 27 PERCENT OF PROJECTED GNP. THE REAL GROWTH OF EXPENDITURES (DEFLATED BY THE ESTIMATED 10-12 PERCENT INCREASE IN PRICES) WILL EXCEED THE PROJECTED GNP GROWTH RATE FOR 1978 BY ABOUT 5 PERCENT.

7. 1978 REGULAR BUDGET: BOTH REGULAR BUDGET REVENUES AND EXPENDITURES FOR 1978 ARE SET AT 250 BILLION DRACHMAS, AN INCREASE OF 20 PERCENT OVER THE PREVIOUS YEAR. DIRECT TAXES, AT 61 BILLION DRACHMAS, WILL PROVIDE 24 PERCENT OF REVENUES, UP 24 PERCENT OVER 1977. INDIRECT TAXES, EXPECTED TO REACH 171.2 BILLION DRACHMAS, WILL YIELD 69 PERCENT OF THE TOTAL, 22 PERCENT HIGHER THAN LAST YEAR. ALL OTHER REGULAR BUDGET REVENUES CONSTITUTE 7 PERCENT OF THE TOTAL. ALTHOUGH A 6.5 BILLION DRACHMA LOSS IN DIRECT REVENUES WILL RESULT FROM NEW TAX MEASURES INTRODUCED THIS YEAR (REF C), IT WILL BE MORE THAN OFFSET BY HIGHER REVENUES FROM THE EXPECTED GROWTH OF NOMINAL INCOMES AND MORE EFFECTIVE MEASURES AGAINST TAX EVASION. THE PROPORTION OF DIRECT AND INDIRECT TAXES IN TOTAL REVENUES REMAINS UNCHANGED FROM 1977, AND THE OPPOSITION (PASOK AND UDC) ONCE AGAIN CRITICIZED THE GOG FOR FAILING TO REDUCE THE REGRESSIVENESS OF THE TAX BURDEN. THE GOVERNMENT COUNTERED WITH THE ARGUMENT THAT THE LOSS OF 6.5 BILLION DRACHMAS REVENUE FROM NEW MEASURES WHICH PRIMARILY BENEFIT THE LOWER-INCOME GROUPS IS INDEED A REAL IMPROVEMENT.

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8. THE BUDGET MESSAGE NOTED THAT PREPARATIONS FOR INTRODUCING THE VAT WERE UNDERWAY AND WOULD CONTINUE DURING 1978. HOWEVER, NO FURTHER DETAILS (SUCH AS WHEN IT WILL BE INSTITUTED, WHICH TAXES IT WILL REPLACE, HOW LONG THE TRANSITION PERIOD WILL BE, ETC.) WERE REVEALED.

9. 1978 INVESTMENT BUDGET (SEE ALSO REF D): THE PUBLIC INVESTMENT BUDGET FOR 1978 IS SET AT 55 BILLION DRACHMAS (INCLUDING A 3 BILLION DRACHMA RESERVE FUND), A 22 PERCENT

INCREASE OVER 1977. THIS RELATIVELY HIGH INCREASE OF THE MOSTLY DEFICIT-FINANCED INVESTMENT BUDGET (LAST YEAR THE GOVERNMENT KEPT INCREASES TO ONLY 10 PERCENT AS PART OF ITS ANTI-INFLATION PROGRAM), WHEN ADDED TO THE CENTRAL BANK-FINANCED CONSUMER GOODS ACCOUNT DEFICIT (SEE BELOW), IS A MEASURE OF THIS YEAR'S MORE EXPANSIONARY FISCAL POLICY. OF THE 53.7 BILLION DRACHMA DEFICIT (INVESTMENT BUDGET REVENUES WILL BE ANOMINAL 1.3 BILLION DRACHMAS), 88 PERCENT WILL BE FINANCED DOMESTICALLY THROUGH SALES OF TREASURE BILLS, AND THE BALANCE FROM EXTERNAL BORROWING. INVESTMENT PROJECTS NECESSARY FOR GREECE'S TRANSITION TO EC MEMBERSHIP AND THOSE WHICH WILL BE IMMEDIATELY PRODUCTIVE WILL HAVE PRIORITY.

10. NATIONAL DEFENSE: SINCE 1974, AFTER THE CYPRUS CRISIS AND THE RESTORATION OF DEMOCRACY, EXPENDITURES FOR DEFENSE HAVE BEEN THE SINGLE-LARGEST ITEM IN THE NATIONAL BUDGET. FROM 14 PERCENT OF THE BUDGET AND 2.8 PERCENT OF GNP IN 1973, DEFENSE OUTLAYS JUMPED TO 20 PERCENT OF THE BUDGET AND 4.3 PERCENT OF GNP IN 1974 AND HAVE REMAINED ABOVE THIS LEVEL EVER SINCE. PRELIMINARY FIGURES FOR 1977 SHOW THAT DEFENSE MINISTRY EXPENDITURES FINALLY REACHED A TOTAL OF 54.3 BILLION DRACHMAS, 50.5 BILLION FROM THE REGULAR AND 3.8 BILLION

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R 150853Z MAR 78
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FROM THE INVESTMENT BUDGET. THIS WAS HIGHER THAN THE ORIGINAL ALLOCATION (REF B), AND AMOUNTED TO 21 PERCENT OF THE TOTAL REVISED BUDGET AND 5.6 PERCENT OF GNP. FOR 1978, DEFENSE ALLOCATIONS ARE SET AT 60.5 BILLION DRACHMAS (\$1.6 BILLION APPROXIMATELY), 56.5 BILLION FOR REGULAR AND 4 BILLION FOR INVESTMENT EXPENDITURES. AS A PERCENTAGE OF THE TOTAL BUDGET (20 PERCENT) AND OF GNP (4.8 PERCENT) THIS IS SLIGHTLY LOWER THAN LAST YEAR. THE RATE OF INCREASE IN EXPENDITURES--12 PERCENT--IS ROUGHLY THAT OF THE EXPECTED INFLATION RATE, HOWEVER, AND SUGGESTS THAT DEFENSE EXPENDITURES IN REAL TERMS WILL REMAIN AT LAST YEAR'S LEVEL. AT THE SAME TIME, THIS IS SOMEWHAT MISLEADING BECAUSE A SUBSTANTIAL AMOUNT OF THE UNALLOCATED 11.2 BILLION DRACHMA RESERVE FUND WILL CERTAINLY GO TO THE DEFENSE MINISTRY, WHICH WOULD INCREASE THE FINAL LIMITED OFFICIAL USE

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FIGURES AS WAS THE CASE LAST YEAR.

11. EDUCATION, SOCIAL WELFARE, AND AGRICULTURE: THE RESULTS OF LAST NOVEMBER'S ELECTIONS SUGGESTED THAT THE GREEK POPULATION WAS NOT ENTIRELY SATISFIED WITH THE GOVERNMENT'S RECORD, ESPECIALLY IN SUCH AREAS AS EDUCATION, SOCIAL WELFARE AND AGRICULTURE. PERHAPS FOR THIS REASON, THIS YEAR'S BUDGET CONTAINS SUBSTANTIAL INCREASES FOR THESE SECTORS. REGULAR AND INVESTMENT EXPENDITURES FOR EDUCATION, AT 37.9 BILLION DRACHMAS (12 PERCENT OF THE TOTAL) ARE 35 PERCENT HIGHER THAN IN 1977. OUTLAYS FOR SOCIAL SERVICES WILL ABSORB 36 BILLION DRACHMAS, ALSO 12 PERCENT OF THE TOTAL AND A 26 PERCENT INCREASE OVER LAST YEAR. FOR AGRICULTURE, INCLUDING RECLAMATION, FORESTRY AND FISHING, BUDGET ALLOCATIONS WILL INCREASE BY 20 PERCENT TO 18 BILLION DRACHMAS, 6 PERCENT OF THE TOTAL. ANOTHER 2.7 BILLION DRACHMAS FROM SPECIAL FUNDS NOT INCLUDED IN THE REGULAR AND INVESTMENT BUDGET WILL ALSO GO TO AGRICULTURE.

12. PUBLIC SERVICE SALARIES: THE INTRODUCTION OF THE UNIFORM PAYROLL SYSTEM FOR CIVIL SERVANTS (REF E) RESULTED IN A SIGNIFICANT INCREASE IN REGULAR BUDGET ALLOCATIONS FOR PUBLIC SERVICE SALARIES. SALARIES AND PENSIONS OF PUBLIC EMPLOYEES FOR 1978 ARE SET AT 107.9 BILLION DRACHMAS, 43 PERCENT OF THE REGULAR BUDGET AND AN INCREASE OF 28 PERCENT OVER 1977. THE NEW SYSTEM WILL IMPROVE SALARY SCALES BETWEEN 22 AND 33 PERCENT OVER A TWO-YEAR PERIOD, 1978 AND 1979. IT WILL COST 28.5 BILLION DRACHMAS, 15 BILLION OF WHICH ARE ALLOCATED FOR THIS YEAR.

13. CONSUMER GOODS ACCOUNT: THE CONSUMER GOODS ACCOUNT,

SEPARATE FROM THE REGULAR AND INVESTMENT BUDGETS, IS AN ACCOUNT THROUGH WHICH THE STATE PURCHASES AND RESELLS A LIMITED OFFICIAL USE

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NUMBER OF ESSENTIAL COMMODITIES. THE GOVERNMENT USES IT TO STABILIZE PRICES AND SUBSIDIZE CERTAIN SECTORS OF THE ECONOMY (MAINLY AGRICULTURE). FOR 1978, EXPENDITURES ARE PROJECTED AT 65.2 BILLION DRACHMAS AND REVENUES AT 44.2 BILLION, LEAVING A DEFICIT OF 21 BILLION DRACHMAS. PART OF THIS WILL REPRESENT INCREASED INVENTORIES, BUT THE "REAL DEFICIT"-- THE DIFFERENCE BETWEEN EXPENDITURES AND REVENUES AFTER STOCKS ARE TAKEN INTO ACCOUNT--SHOULD STILL BE SUBSTANTIAL. THE REAL DEFICIT FOR 1977 IS ESTIMATED AT 10 BILLION DRACHMAS. THE DEFICIT ARISING FROM THIS ACCOUNT IS COVERED BY THE BANK OF GREECE, AND CORRESPONDINGLY INCREASES THE MONEY SUPPLY. IN THIS WAY, IT HAS AN EXPANSIONARY AND POTENTIALLY INFLATIONARY INFLUENCE ON THE ECONOMY.

14. PUBLIC DEBT: SERVICING OF THE PUBLIC DEBT IN 1978 IS ESTIMATED AT 26.5 BILLION DRACHMAS, 10.6 PERCENT OF REGULAR BUDGET EXPENDITURES. THIS IS A SLIGHT IMPROVEMENT OVER LAST YEAR, WHEN IT REACHED 11.2 PERCENT.

15. NEW TAX MEASURE: AS REPORTED IN REF C, NO NEW TAXES WILL BE LEVIED IN 1978. NEW MEASURES DESIGNED TO REDUCE THE DIRECT TAX BURDEN OF THE LOWER-INCOME GROUPS WILL RESULT IN AN ESTIMATED 6.5 BILLION DRACHMA LOSS IN REVENUES.

16. WE ARE SENDING SUPPLEMENTARY TABLES OF THE REGULAR AND INVESTMENT BUDGETS AND SOURCES OF REVENUES BY AIRGRAM. MCCLOSKEY

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